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ABSTRACT

This report presents an analysis and evaluation of some aspects of the goal-setting processes that were followed by California school districts in developing community-based goals, subgoals, and priorities. Data for the evaluation project were obtained from questionnaires distributed to school districts throughout the state. These questionnaires were then completed and/or verified by a five-member district reporting committee consisting of a community representative, a board member, an administrator, a teacher, and a student. Members of the committee generally included persons who had been involved in the original goal-setting process and who, therefore, had direct knowledge of that process. A total of 813 out of the 831 districts (98 percent) that participated in the goals collection project returned completed questionnaires. (Author/MLF)

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STATE OF CALIFORNIA

JOINT LEGISLATIVE COMMITTEE ON EDUCATIONAL GOALS AND EVALUATION

AND

THE DEPARTMENT OF EDUCATION

GOALS COLLECTION PROJECT

GOAL SETTING PROCESS EVALUATION REPORT

DATA COLLECTED FALL 1974

JANUARY 1975

This document was prepared by Systems Planning Corporation for the Joint Legislative Committee on Educational Goals and Evaluation and the Department of Education under Contract #5621 in accordance with requirements specified in IFB DOE 74-01.

Foreword

This report presents an analysis and evaluation of some of the aspects of the goal setting processes that were followed by California school districts in developing community-based goals, subgoals and priorities. Data for the evaluation project were obtained solely from questionnaires distributed to school districts throughout the State. The actual goal setting models which were used by local districts, for which the authors of this report have no direct knowledge and for which no information was sought or provided, were not studied. For a more comprehensive evaluation, it would be necessary to study all aspects of the goal setting processes and models in detail to more completely determine their strengths and weaknesses. Such an evaluation design would include other evaluation techniques and sources of data other than or in addition to a questionnaire. One such evaluation study--an in-depth study of the goal setting processes in select districts--was underway at the time this report was written.

The findings and conclusions presented in this report are substantiated by the available evidence. However, because of the limited scope of the present evaluation project, its results are subject to that limitation. Within the limits of available information, recommendations have been made for future action. Hopefully, those recommendations, if implemented, will result in positive action which will further the cause of providing a quality and equality educational system for California's youth.

Vern Weber
Systems Planning Corporation

January 1975

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Section 1
Introduction

1 Introduction

1.1 Purpose of the Evaluation

The purpose of evaluating processes used by California school districts to develop goals, subgoals and priorities was to provide a clearer understanding of those processes and to enable recommendations to be made for improving any future goal setting effort. To achieve this purpose, the following questions were raised and investigated:

- What goal setting models were used by local school districts in the development of their goals, subgoals and priorities? (Section 2.1)

- What was the usage and value of the goal setting steps recommended in Education for the People, Volume I? What alternative goal setting steps were used? (Section 2.2)

- What were the strengths and weaknesses of the goal setting steps and other parts of the processes? What can be done to overcome the weaknesses? Where should more or less emphasis be given? (Sections 2.2, 2.3 and 2.4)

- What assistance was given to school communities during the development of goals? What additional assistance would have been useful? (Section 2.5)

- What follow-up projects or activities were initiated or completed as a result of the adoption of goals? (Section 2.6)

1.2 Data Gathering Techniques

To answer the questions raised in Section 1.1, a questionnaire (see following page) was designed and distributed to the State's school districts. Those questionnaires were then completed and/or verified by a five-member district reporting committee consisting of a community representative, a board member, an administrator, a teacher and a student. Members of the committee generally included persons who had been involved in the original goal setting process and who therefore had direct knowledge of that process. Personnel from county schools offices served only in an indirect way by answering questions and by verifying that the questionnaires were completed. A total of 813 out of the 831 districts that participated in the goals collection project returned completed questionnaires--therefore, about 98% of the participating school districts complied with all requests for data.

The questions included in the questionnaire were designed in compliance with the requirements of the Invitation for Bid and the "Data Collection and Reporting Format" memorandum dated July 5, 1973 which was adopted by the Joint Committee on Educational Goals and Evaluation and included as a part of the IFB. Some of the questions were included to permit a determination to be made as to whether a school district met the goals collection criteria specified in the Joint Committee's July 5, 1973 memorandum. No additional data were requested from school districts, but any additional information provided was considered in the preparation of this report.

GOAL SETTING PROCESS INFORMATION FORM

COUNTY _____ **SCHOOL DISTRICT** _____

1. What goal setting model was used in your district? "Education for the People," Volume 1 Model ☐ NorCal Model ☐ Fresno Model ☐ Locally Developed Model ☐ None ☐ Other Model (specify) ☐ _____.

2. Were the "Education for the People" documents used as a resource in planning and developing the goal setting process for your district? Yes ☐ No ☐

3. For each of the goal setting steps listed below, indicate the extent to which your district used each step in the goal setting process and the value or degree of usefulness of each step. (A blank would indicate that a step was not used or was of no value; an answer of 1 would indicate little use or little value; and 5 would indicate high use or high value.) If steps in addition to or other than those listed were used in the goal setting process, add those steps to the end of the list and indicate their appropriate sequence in the process (e.g., 8a.).

	Extent Used 1 2 3 4 5	Value 1 2 3 4 5
1) The governing board and superintendent jointly proposed the goal and priority setting process.	☐☐☐☐☐	☐☐☐☐☐
2) The governing board authorized the goal and priority setting process and committed resources to initiate the planning phase.	☐☐☐☐☐	☐☐☐☐☐
3) The governing board and superintendent broadly publicized the scope of the process.	☐☐☐☐☐	☐☐☐☐☐
4) The governing board requested open nominations of persons to serve on a districtwide steering committee.	☐☐☐☐☐	☐☐☐☐☐
5) The governing board appointed a representative district steering committee from the list of nominees.	☐☐☐☐☐	☐☐☐☐☐
6) Workshops were held for district steering committee members to explain the task and familiarize them with resources available to them.	☐☐☐☐☐	☐☐☐☐☐
7) The district steering committee designed a goal setting process for the district.	☐☐☐☐☐	☐☐☐☐☐
8) The governing board adopted a goal setting process plan and committed the necessary resources.	☐☐☐☐☐	☐☐☐☐☐
9) School steering committees were selected for each school=community, including the school principal.	☐☐☐☐☐	☐☐☐☐☐
10) Workshops were held for school steering committee members to explain the task and familiarize them with resources available to them.	☐☐☐☐☐	☐☐☐☐☐
11) Each school steering committee selected resource materials and persons to assist during the goal setting process.	☐☐☐☐☐	☐☐☐☐☐
12) Invitations and appeals went out to all members of the school=community to participate in the goal setting process.	☐☐☐☐☐	☐☐☐☐☐
13) Students, teachers, parents, administrators, other school employees, and all other interested persons met to initiate the goal setting process.	☐☐☐☐☐	☐☐☐☐☐
14) Participants selected representatives to serve on a new districtwide goals committee.	☐☐☐☐☐	☐☐☐☐☐
15) Statements from each school=community were forwarded to the district goals committee for inclusion in drafts of district philosophy, goals, goal indicators, program objectives, and priorities.	☐☐☐☐☐	☐☐☐☐☐
16) The goal setting process continued with reviews and revisions and more refined drafts.	☐☐☐☐☐	☐☐☐☐☐
17) Each school=community submitted its final draft to the district goals committee.	☐☐☐☐☐	☐☐☐☐☐
18) The district goals committee submitted its final draft to the governing board for review and adoption.	☐☐☐☐☐	☐☐☐☐☐
19) The governing board held public hearings on the proposed draft and developed an official draft.	☐☐☐☐☐	☐☐☐☐☐
20) The governing board adopted district philosophy, goals, goal indicators, program objectives, and priorities.	☐☐☐☐☐	☐☐☐☐☐
) Other (specify) _____	☐☐☐☐☐	☐☐☐☐☐
) Other (specify) _____	☐☐☐☐☐	☐☐☐☐☐
) Other (specify) _____	☐☐☐☐☐	☐☐☐☐☐
) Other (specify) _____	☐☐☐☐☐	☐☐☐☐☐
) Other (specify) _____	☐☐☐☐☐	☐☐☐☐☐
) Other (specify) _____	☐☐☐☐☐	☐☐☐☐☐

4. Were the goals, sub-goals, and priorities used in the Goals Collection Project adopted or re-adopted by the district governing board after July 1, 1970? Yes ☐ No ☐ Date of adoption _____.

5. For each group of persons below, indicate the extent to which they participated in the goal setting process. (Leave blank if not applicable or if there was no participation.)

	Little	Moderate	High
1) Community members	☐	☐	☐
2) District administrators	☐	☐	☐
3) Classified district personnel	☐	☐	☐
4) Classroom teachers	☐	☐	☐
5) High school students	☐	☐	☐
6) Elementary students	☐	☐	☐

6. Were persons from all ethnic groups in the district involved in the goal setting process? Yes ☐ No ☐ Were persons from all economic groups (various income levels) in the district involved in the goal setting process? Yes ☐ No ☐ Were persons from all geographical areas of the district involved in the goal setting process? Yes ☐ No ☐

7. Was the goal setting process operated at each school site, with district level goals derived from the combined school goals? Yes ☐ No ☐ If no, was the goal setting process operated centrally or at regional sites, with participation from each school site and with school-communities free to establish and pursue their own goals and program priorities within a district framework? Yes ☐ No ☐

8. What estimated percentage of the adult district population participated in the goal setting process? _____%

9. Was the goal setting process worthwhile in meeting school-community needs? Yes ☐ No ☐ Do you intend to recycle the goal setting process? Yes ☐ No ☐ If yes, how frequently? 1 year ☐ 2 years ☐ 3 years ☐ 4 years ☐ 5 or more years ☐

10. Indicate for each type of assistance below the extent to which you received such assistance for your district in the goal setting process and the source (s) of such assistance.

	Low 1 2 3 4 5 High	Fed.	State	Cnty.	Dist.	Priv.
1) Inservice Training	☐☐☐☐☐	☐	☐	☐	☐	☐
2) Outside Consultants	☐☐☐☐☐	☐	☐	☐	☐	☐
3) Financial Assistance	☐☐☐☐☐	☐	☐	☐	☐	☐
4) Other (specify) _____	☐☐☐☐☐	☐	☐	☐	☐	☐

11. Indicate for each type of assistance below the extent to which such assistance would have provided additional help for your district in the goal setting process, and the best source (s) for such assistance.

	Low 1 2 3 4 5 High	Fed.	State	Cnty.	Dist.	Priv.
1) Inservice Training	☐☐☐☐☐	☐	☐	☐	☐	☐
2) Outside Consultants	☐☐☐☐☐	☐	☐	☐	☐	☐
3) Financial Assistance	☐☐☐☐☐	☐	☐	☐	☐	☐
4) Other (specify) _____	☐☐☐☐☐	☐	☐	☐	☐	☐

12. Identify any follow-up projects or activities that have been initiated or completed as a result of the adoption of goals, sub-goals, and priorities.

	Initiated	Completed
1) District and Schools Philosophy	☐	☐
2) Program Objectives	☐	☐
3) Goal Indicators	☐	☐
4) Revised School Programs	☐	☐
5) School or District Advisory Council	☐	☐
6) Decentralized Budgeting	☐	☐
7) Other (specify) _____	☐	☐

DISTRICT REPORTING COMMITTEE VERIFICATION*

The District Reporting Committee, by a majority vote, hereby approves the coding designations as presented in this report.

_____ COMMUNITY REPRESENTATIVE

_____ GOVERNING BOARD MEMBER

_____ DISTRICT ADMINISTRATOR

_____ TEACHER

_____ STUDENT

_____ COUNTY SUPERINTENDENT or DESIGNEE

_____ DATE

* Pertains to criteria described in July 5, 1973 memorandum, "Background for Data Collection and Reporting Format."

1.3 Limitations of the Data

Several questions in the questionnaire were presented without objective standards being included to guide district reporting committees in their responses. The lack of such standards may have influenced the consistency of those responses. For example, question 5 concerning participation by various groups requested a none-little-moderate-high response, but no guidelines for determining what constituted a certain degree of participation were given. Widely circulating needs assessment instruments, making extensive appeals to the public, conducting door to door surveys, requesting direct personal involvement of community members, etc., could all have been interpreted to mean different levels of involvement in different districts.

Where possible, districts attempted to have the questionnaires completed by persons who were directly knowledgeable about the goal setting processes that were followed. However, since the questionnaires were generally completed several years after the goals were developed, subjective responses to questions may have been influenced by a misunderstanding of the available facts or by the varying degree of knowledge of the processes by individual committee members.

An "other" category was included with certain questions to obtain additional information for the evaluation. All additional items or activities reported by participating districts, even if mentioned only once, were included in this evaluation report. If specific additional categories had been included in the questionnaire, more responses to those categories, and therefore more useful data, may have been obtained. The additional items therefore indicate only the types of other activities that occurred--no inferences should be made concerning their importance or the extent to which they occurred as a result of their frequency of mention.

For most of the questions in the questionnaire only positive responses were used for the analysis or for determining whether a particular goals collection criterion was met. In tabulating responses to the questions, however, unanswered questions were interpreted to mean a "no" answer or "no" participation. For this reason, questions which were inadvertently left blank by the school district may imply a more negative response than may have been the actual case. The number of blank responses was believed to be small; they were therefore ignored in the analysis. In any event, distortions in the data by blank responses or coding errors of any type would probably be insignificant in comparison with the variations in the responses to subjective questions.

Section 2
Presentation and Analysis of Data

2 Presentation and Analysis of Data

Tabulations and analyses of the responses to the twelve questions which comprised the "Goal Setting Process Information Form" and related goal setting process information are presented in this section. The numbers of the questions whose data were used in each section below is included in the section headings. A computer output report of the responses by district organization type for the participating school districts is also presented in the Appendix.

2.1 Goal Setting Models (Questionnaire Questions 1,2,4)

Goal setting models used by school districts throughout the State of California to develop goals, subgoals and priorities were, by frequency mentioned:

Locally Developed Models	424 (51%)
Nor Cal Model	179 (22%)
Fresno Model	131 (16%)
Education for the People	44 (5%)
Delphi Method	11 (1%)
Placer System	10 (1%)
PPBS	8 (1%)
Other Models	24 (3%)

In the above totals, school districts that specified "none" or who left the question unanswered were counted as having locally developed models. Models identified as "Chico State" or "Pace Center" were considered to be the same as "Nor Cal", and such responses were therefore aggregated. No other aggregations were made although several of the models are believed to differ in name only.

From the above table it is obvious that the majority of school districts developed their own procedures for the goal setting process. However, such independent development was reportedly not done in isolation. Many school districts reported that their models were developed from several existing models and publications. Frequent references were made to the usage of parts of the models that were developed by county schools offices or neighboring school districts. While many districts reported that Education for the People, Volumes I & II were received too late to be useful in their goal setting processes, 361 districts reported that those documents were used as a resource in planning and developing their processes. This implies that over three-fourths of the 424 school districts that developed their own goal setting model used the Education for the People documents to some degree.

In addition to the wide variety of goal setting models that were developed and used, numerous techniques were reported which augmented the goal development process. Such techniques included card sorts, computerized tabulation of input, community survey questionnaires, synchonical approaches and modified delphi techniques.

Adoption dates of goals as reported by school districts supports the evidence that many school districts were too far into their goal setting processes to effectively utilize many resource documents that were published. The adoption (or readoption) dates of 585 districts reporting such information were as follows:

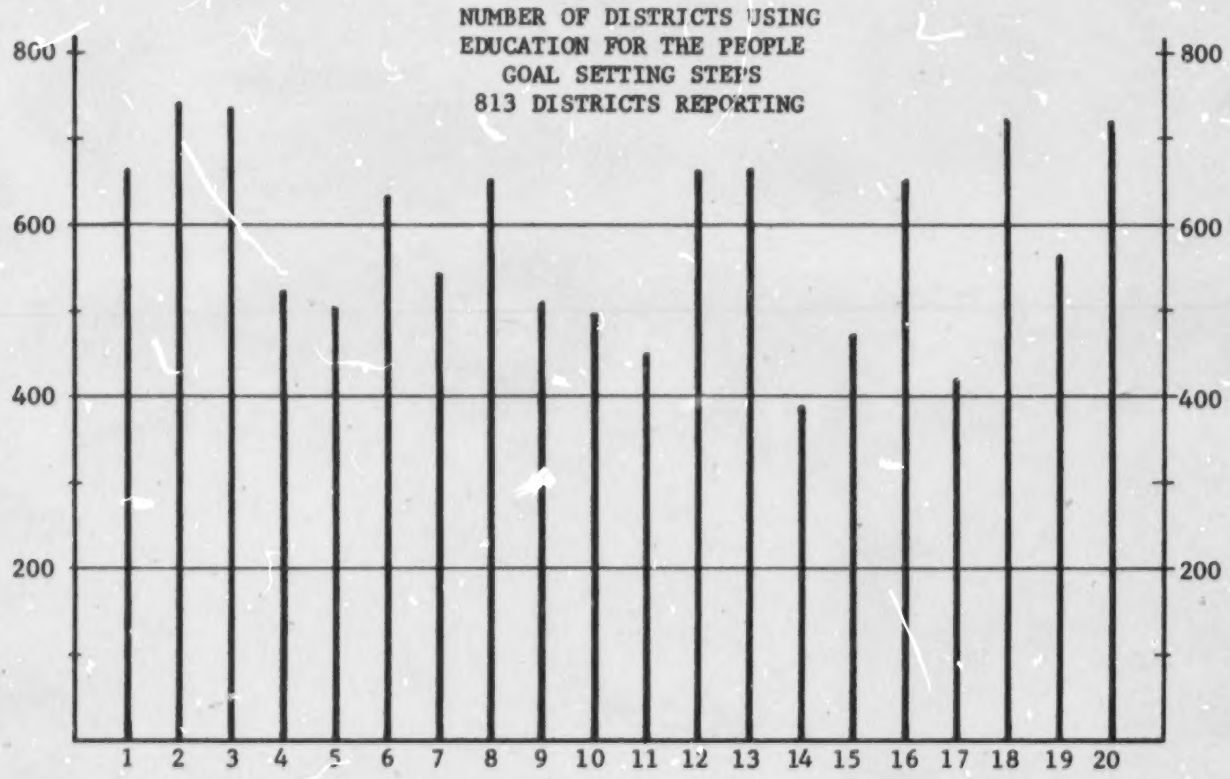
1968	1969	1970	1971	1972	1973	1974
1	3	12	47	222	168	132

The year 1972 was further broken down by quarters as: 1st 36; 2nd 78; 3rd 43; and 4th 47. Therefore, about a third of the school districts already had goals, subgoals and priorities developed and adopted by the summer of 1972, and many other districts had their processes well under way. Since the Education for the People documents were not distributed until the summer of 1972, they were received too late to have a significant impact in many districts. The degree to which these documents will be used in future goal recycling efforts is unknown.

Because of the frequent mention by school districts of the review of models and publications developed by others, it is concluded that most serious efforts to provide initial leadership to the goal development problem was given careful consideration by California educators. It is surmised that the complexity of the task and the difficulty in understanding subtle concepts by educators and lay persons alike contributed to this search for leadership.

2.2 Goal Setting Steps (Questionnaire Question 3)

Presented in the illustration below is a plot of the number of school districts that reported using the goal setting steps which were described in Education for the People. Data from all districts were tabulated, regardless of the goal setting model which was followed. The average number of districts using each step was 582--ten steps fall above that average and ten steps fall below it. Since some districts that reported data apparently chose to leave question 3 of the questionnaire blank, the steps should be compared relative to each other rather than being considered as an absolute measure of use by all participating districts.


NUMBER OF DISTRICTS USING
EDUCATION FOR THE PEOPLE
GOAL SETTING STEPS
813 DISTRICTS REPORTING
800
600
400
200
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20

The four most frequently used steps, in descending order, were:

Step	Description
2	The governing board authorized the goal and priority setting process and committed resources to initiate the planning phase.
3	The governing board and superintendent broadly publicized the scope of the process.

Step	Description
18	The district goals committee submitted its final draft to the governing board for review and adoption.
20	The governing board adopted district philosophy, goals, goal indicators, program objectives, and priorities.

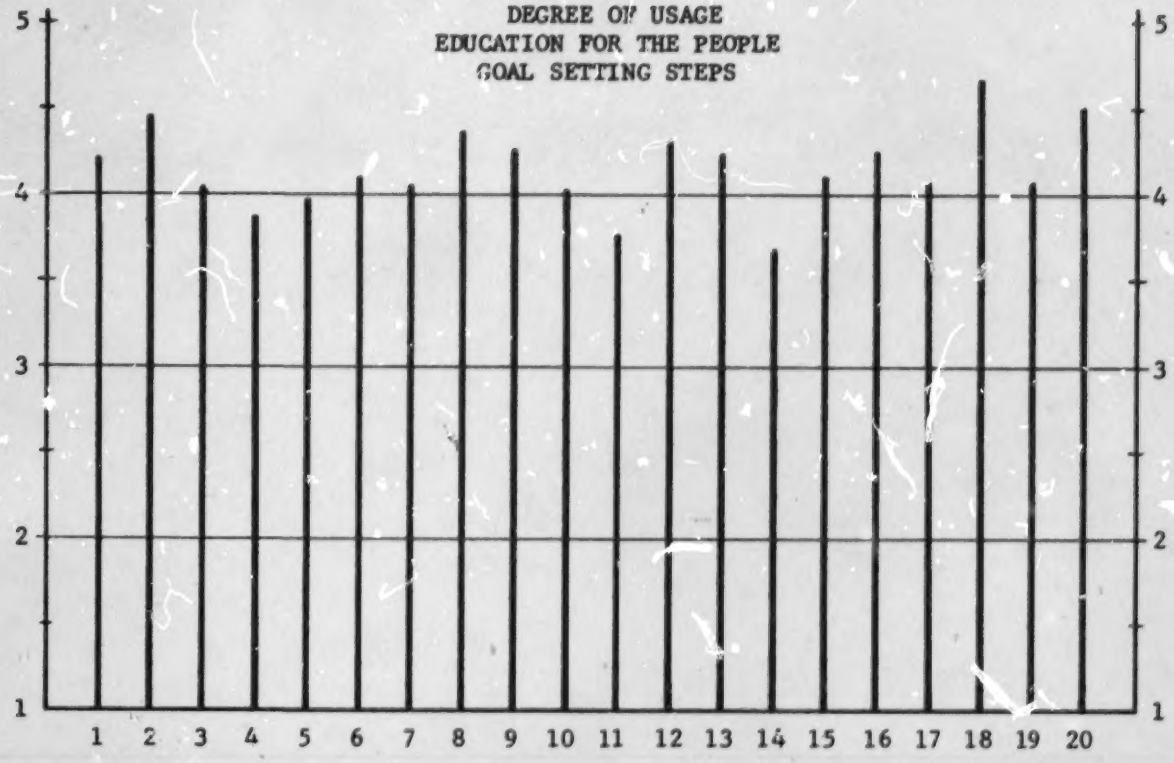
Since these, or similar steps must be executed by all districts, regardless of the goal setting process followed, the outcome is consistent with expectations.

The four least frequently used steps, in ascending order were:

Step	Description
14	Participants selected representatives to serve on a new districtwide goals committee.
17	Each school=community submitted its final draft to the district goals committee.
11	Each school steering committee selected resource materials and persons to assist during the goal setting process.
15	Statements from each school=community were forwarded to the district goals committee for inclusion in drafts of district philosophy, goals, goal indicators, program objectives, and priorities.

There are several factors which apparently accounted for the lack of usage of these steps. The most prominent factor is the large number of small school districts in the state that have only one or a few schools. (Almost half of the State's school districts--over 500--have only one or a few schools where the attendance areas are the entire district.) These steps simply do not apply to such districts since the district steering committee and the school steering committee are one and the same. Further, from the lack of usage of step 14, it appears that many districts did not feel a need to replace the initially assembled steering committee. It may also be inferred from the limited usage of steps 17 and 15 that many of the goal setting models followed did not obtain input from the school-community level before building districtwide goals. (This is consistent with the response to question 7 of the questionnaire, which states that only about half of the districts developed goals at each school site.) The limited usage of step 11 may also be partly due to the lack of availability of resource materials and consultants. This is supported by the responses to questions 10 and 11, where it was reported that additional financing, resource materials and consultants would have been useful throughout the goal setting process.

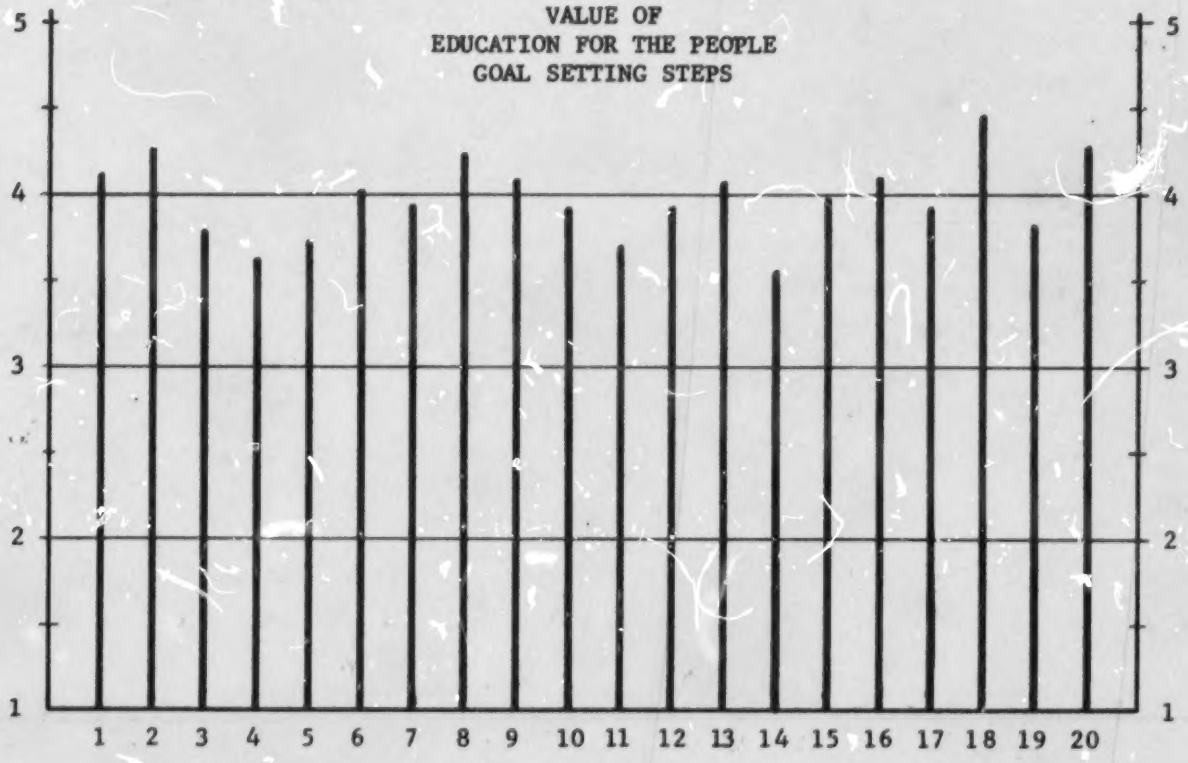
To obtain a better understanding of the degree of usage of the goal setting steps, the following illustration, which plots the weighted responses of those districts actually using each step, is presented. A value of 1 is low and a value of 5 is high.



From the illustration it can be seen that, in general, those districts that reported using a goal setting step used it to a high degree. Caution is advised, however, in making direct inferences from the graph, since some of the 20 steps related more to an event than an activity. An event, such as step 18, which is subject more to a yes/no answer than to a degree, would probably have a value of 5 checked more frequently than a more process oriented activity. Steps 11 and 14, which had the lowest degree of usage reported, indicate that only limited resource materials were selected and that a partial selection of new representatives was made.

The value of each goal setting step was calculated in a fashion similar to the degree of usage. The weighted value responses for each step were divided by the number of districts reporting a usage of that step. The results are presented in the illustration on the following page.

There is a high correlation between the value graph and the degree of usage graph. This indicates that most school districts considered the value of a goal setting step to be a direct function of the degree to which they used that step; i.e., the more a step was used, the more value it was believed to have. It is not known whether the perceived value was the cause of selecting a step to follow or whether the value determined was the effect of following a step.



In addition to the usage and value responses to the 20 step goal setting process, numerous alternative procedures were reported by the participating school districts. Various methods of implementing a goal setting process were often widely divergent. In some cases, the divergence could be traced to the variations in school district size. For example, small school districts, by the very nature of their smallness, were often able to make personal contact with all community members. Large school districts, often hampered by a lack of time, personnel and other resources, often resorted to more impersonal contacts such as mailed surveys, newsletters or newspaper advertisements. In other cases, there was some evidence that different procedures were the result of different levels of understanding or different perspectives of governing boards, administrators, teachers and community members.

Not all the goal setting steps were used by all goal setting models. For example, goal setting steps which relate to steering committees at the district or school level were usually not followed by the Nor Cal Model. For small school districts where the district and school level committees were one and the same, steps 4, 5, 9, 14, 15 and 17 may have been unnecessary.

Rather than simply producing a list or some of the alternative procedures that were followed, each of the 20 Education for the People goal setting steps is presented below together with a discussion of some of the variations that were reported and some of the given or inferred reasons behind the alternatives.

1. The governing board and superintendent jointly proposed the goal and priority setting process.

2. The governing board authorized the goal and priority setting process and committed resources to initiate the planning phase.

These two steps were usually undertaken jointly by the governing board and superintendent, but it was occasionally reported that the superintendent independently proposed and authorized the goal setting process. It was also reported that administrative staffs and district faculty councils played major roles in the initial phases. Outside organizations, such as ACSA or CSBA, were sometimes consulted prior to initiating the goal setting process.

3. The governing board and superintendent broadly publicized the scope of the process.

The intent to develop goals was reportedly publicized both districtwide and in each school-community through various modes of communication. Publicizing methods included newspaper releases, school newsletters, special letters to community members, conducting a general community conference and personal contacts. Some districts reported that letters and advertisements were prepared in English and Spanish. The governing board often appointed one of its members to work with the superintendent to carry out following steps.

4. The governing board requested open nominations of persons to serve on a districtwide steering committee.

Numerous variations to this approach were reported ranging from no committee at all to a committee consisting of everyone who volunteered (sometimes reportedly consisting of over a hundred persons). In lieu of creating a new committee, some districts designated existing groups as the steering committee. Such existing groups included the governing board itself, administrative staffs, educator committees, curriculum advisory committees and parent advisory groups. In most cases, however, the steering committee reportedly consisted of several community members, district personnel and, occasionally, a board member.

The method used to select community representatives ranged from direct appointment to a random selection from all district residents. Nominations, when made, came from district administrators, school principals, teacher groups, community groups, etc.

As a major alternative to the initial formation of a districtwide steering committee, some districts reported that such a committee was not formed until after school or regional steering committees were formed. In such cases, the districtwide committee was then comprised of representatives of each school or regional committee.

When districtwide steering committees were not formed at all, the goal setting results were usually forwarded directly to the administration and/or board from the school or regional levels. Small school districts often involved the entire district without the formation of a central committee.

5. The governing board appointed a representative district steering committee from the list of nominees.

As stated under step 4, committee members, if a committee was formed at all, were not always appointed. Nor were they always representative of the various district components such as teachers, staff, community cross-section, etc. It was also reported that in some districts committee members were appointed directly by the superintendent, his assistant, the district coordinating councils or local school curriculum advisory councils instead of being appointed by the board. As a variation, the board sometimes appointed a nucleus and other groups appointed the remaining representatives.

6. Workshops were held for district steering committee members to explain the task and familiarize them with resources available to them.

Apparently, workshops of some type or another were usually held for the various group leaders and goal setting participants. Often, these workshops were conducted by county schools personnel who were knowledgable in goal setting processes. This was particularly true in districts that had formulated plans to use county developed models for their goal setting process.

7. The district steering committee designed a goal setting process for the district.

Alternatively, the goal setting process was developed by district staff, by a sub-committee of teachers, administrators and community members or by instructional planning councils. An already existing model was also often selected. In such cases, the district steering committee merely approved the process or made minor changes only.

8. The governing board adopted a goal setting process plan and committed the necessary resources.

Adoption of the goal setting process was also reported to have been an action of the superintendent or his cabinet. In some cases, the board merely reviewed and approved the process and did not adopt it. Also, in some districts the board selected several processes and permitted each school-community to make its own selection as desired.

9. School steering committees were selected for each school=community, including the school principal.

When the school district consisted of only one or a few schools, this step was usually bypassed since the district and school steering committees were one and the same. Selection procedures similar to those outlined under step 4 were used, except that school steering committees usually consisted only of school level administrators, staff and community members. Nucleus school steering committee members were sometimes selected by staff. For some districts, all goal development participants became members of the committee.

10. Workshops were held for school steering committee members to explain the task and familiarize them with resources available to them.

These workshops were often held in conjunction with workshops for the districtwide steering committee. County and district personnel who were to assist throughout the goal setting process were often brought in as facilitators or to be trained in their roles in the particular district. In place of a workshop, the goal setting process was explained to participants at a community meeting, personally, and/or by letter. Resource materials were usually provided by the district.

11. Each school steering committee selected resource materials and persons to assist during the goal setting process.

It would be more accurate to say that resource materials and persons were provided rather than selected. Such resources were reportedly limited for the tasks to be conducted.

12. Invitations and appeals went out to all members of the school= community to participate in the goal setting process.

Numerous methods were used to accomplish this task. In many districts, particularly large ones, questionnaires seeking goals input were mailed rather than personal attendance at meetings being requested. Such questionnaires were either mailed to all addresses or to randomly selected addresses, and were also sent to certificated and classified employees and to randomly selected students. It was reported that English and Spanish questionnaires were available in schools and in ESL classes.

In smaller school districts, questionnaires were still often used, but personal contacts, such as door-to-door surveys, sometimes replaced mass mailings. Apparently, a smaller district had a higher likelihood of having personal participation by community members in the goal setting process. It was also reported that paid interviewers were sometimes used to solicit information from parents and other community members.

13. Students, teachers, parents, administrators, other school employees, and all other interested persons met to initiate the goal setting process.

This goal setting step had both the highest number of alternatives reported and the greatest divergence of alternatives.

In general, the goal setting process was initiated earlier by meetings of the districtwide or school committees with other groups being phased in at a later date. This was particularly true in districts where the school steering committee was also the goal setting committee. Some districts reported that students and community members did not participate at all in initial meetings.

A major alternative to the combined personnel approach was to have each group--students, teachers, parents and administrators--meet separately to draft independently developed tentative goals. The results of these separate meetings and/or the groups themselves were then brought together for the purpose of building common goals.

Another major alternative approach followed by some districts was to formulate sub-groups for the purpose of developing goals within topical areas. Topical workshops were then scheduled; all interested persons were invited to attend any or all workshops. These sub-groups submitted their tentative goals to a general committee for development of the final goals draft. When the topical approach to goal setting was followed, leaders of each topical group were usually appointed by a districtwide steering committee to obtain input from each school-community. Topical goals were therefore usually developed districtwide rather than at each school site.

Another major alternative approach to goal setting was a "top-down" approach rather than a "bottom-up" approach. Under the "top-down" approach, tentative goals were developed at the district level and were then forwarded to the school-communities for evaluation, revision and ranking. In some districts it was reported that the initial draft was prepared by teachers and/or administrators.

Regardless of the goal setting approach followed, a series of meetings were usually held to complete the process. Such meetings were sometimes held at local school sites and sometimes at regional or central locations encompassing several school-communities or the entire district. Some districts also reported holding separate goal setting meetings for non-English speaking participants. Weekend goal setting retreats were also reported in a few cases.

14. Participants selected representatives to serve on a new districtwide goals committee.

Members of a new districtwide goals committee, when formed, were frequently the chairpersons of the school goals committees. In some districts each school parent association had representation through the coordinating council.

15. Statements from each school-community were forwarded to the district goals committee for inclusion in drafts of district philosophy, goals, goal indicators, program objectives, and priorities.

Initial efforts were usually limited to developing statements of philosophy and goals. In many cases, priorities were not determined until after the goals had been adopted.

School level data were usually refined for consistent language before being included in the district level data. In large districts, regional goals committees may have been set up between the school and district levels.

As a major alternative, school level data were sometimes submitted to the district office for review and final preparation of district goals, or such data may have been submitted directly to the board for review and adoption.

16. The goal setting process continued with reviews and revisions and more refined drafts.

After the initial draft was submitted to the higher level committee, some districts reported that goals compiled at the higher level were returned to the school-community or to the community at large for review and comment.

17. Each school-community submitted its final draft to the district goals committee.

As previously stated, the final draft may have been developed by reviewing and synthesizing school-community goals, topical goals or goals developed independently by various groups. Also, the final sub-district level drafts may have been submitted to a regional committee, to a districtwide committee, to the district office or directly to the governing board, depending upon the particular approach selected.

Public meetings were reportedly held to get community reaction to the final draft.

18. The district goals committee submitted its final draft to the governing board for review and adoption.

Preliminary drafts were also reported to have been forwarded to the board for early review and comment.

One district reported that the board and administration held a retreat to discuss and evaluate the final draft.

19. The governing board held public hearings on the proposed draft and developed an official draft.

Publication of the proposed draft in the local press was also used to solicit public response. Modifications to the wording of goals were made in some cases as a result of community input or by board action.

Some districts conducted statistical studies to determine the degree of agreement on goals by various groups. Comparison studies of goals, priorities and perceived success levels were also reportedly made at separate school sites and districtwide.

20. The governing board adopted district philosophy, goals, goal indicators, program objectives, and priorities.

In the initial goal setting efforts, usually only statements of philosophy, goals and priorities were developed and adopted. Priority setting was sometimes withheld until after the goals were adopted.

In some districts, school level goals or goals developed by independent groups were adopted as the district goals without being synthesized into a common set.

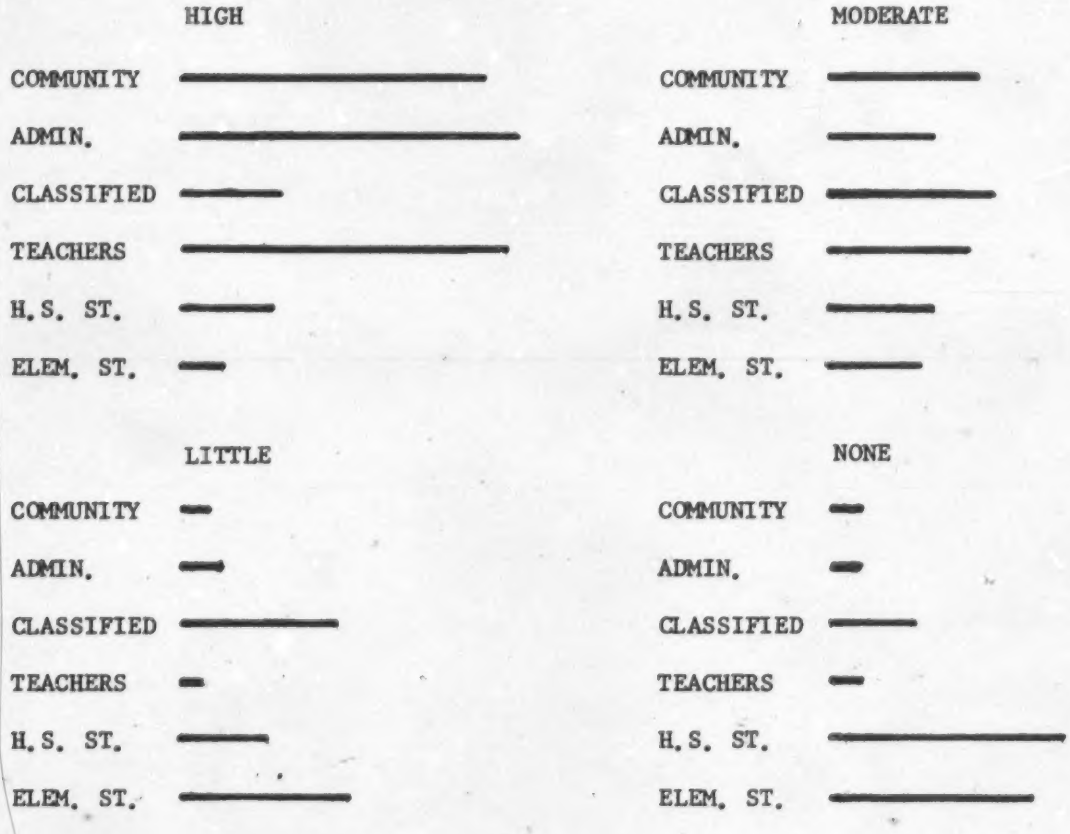
The goal setting process steps described in Education for the People stopped with the adoption of goals and priorities. However, many districts reported that the process was a continuous one, and that activities directly relating to the adopted goals and priorities were immediately initiated. Presented below are some of those activities that were reported by participating school districts as extensions of the goal setting process in response to question 3 of the questionnaire. The number of times that each activity was mentioned is given in perentheses.

- Adopted goals were widely disseminated throughout the community. (10)
- Follow-up meetings were held to re-evaluate the goals and set priorities. (8)
- The goal setting process was evaluated. (2)
- The board directed goal indicators and program objectives relating to the prioritized goals to be developed to the classroom level. (18)
- The board adopted district policy to implement community goal priorities. (2)
- Procedures and baseline data were established to monitor progress and to enable achievement of programs and goals to be determined. (12)
- Evaluation plans to determine student status and progress in priority areas were developed. (14)
- Goals became a part of the evaluation process for certificated personnel. (2)

2.3 Participation in Goal Setting Process (Questionnaire Questions 5,6,7,8)

Presented in the illustration below is the degree of participation in the goal setting process by community members and various school district groups. High, moderate, little, and no participation levels are shown for each group. To extract all useful information, it is necessary to compare the various groups within a particular level of participation and also to review the various participation levels for a particular group.

GOAL SETTING PARTICIPATION
ALL ELEM, SEC & UNIFIED SCHOOL DISTRICTS
NUMBER OF DISTRICTS



From the above illustration, it can be seen that community members, administrators and classroom teachers all tended to participate moderately to high. Classified personnel participated to a somewhat lower degree overall--from little to moderate, with approximately equal numbers of districts reporting no participation and high participation. Elementary and high school students had the lowest overall degree of participation, with an extreme skewing to the low side being evident. The different degrees of participation for each school-community group can be more clearly seen in the illustration below.

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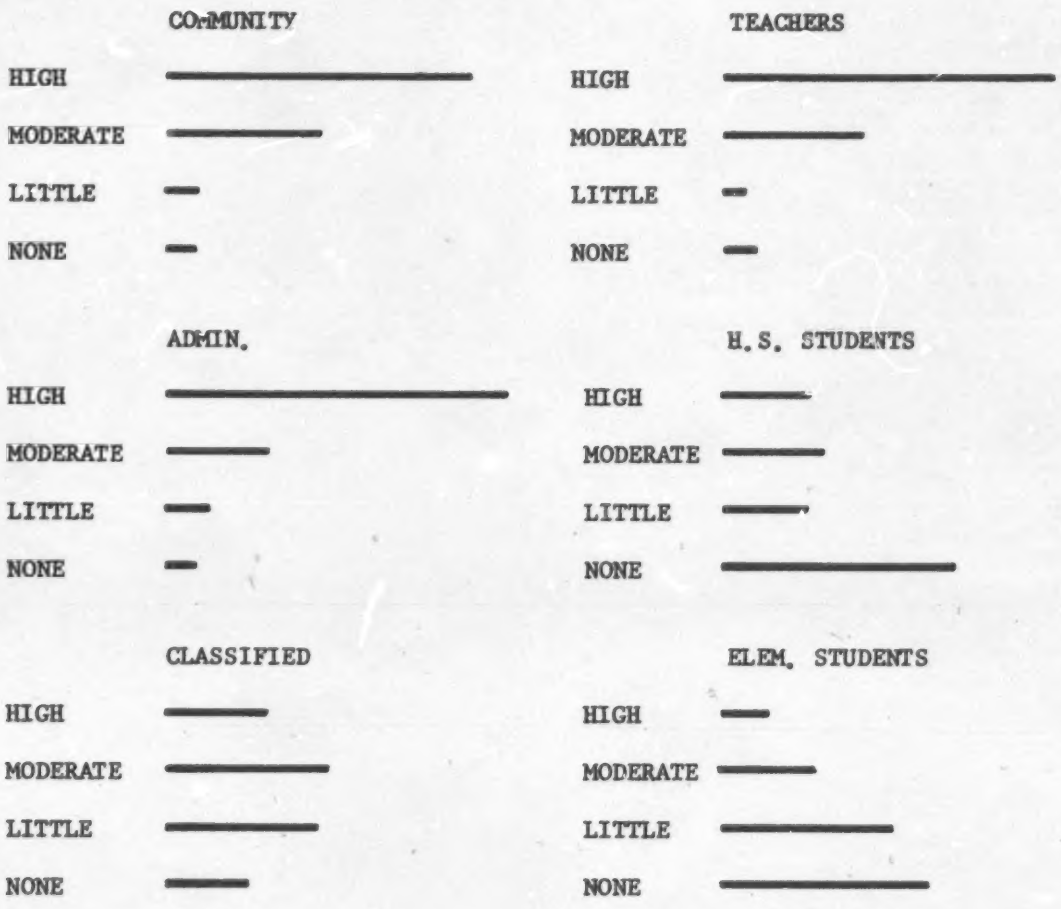
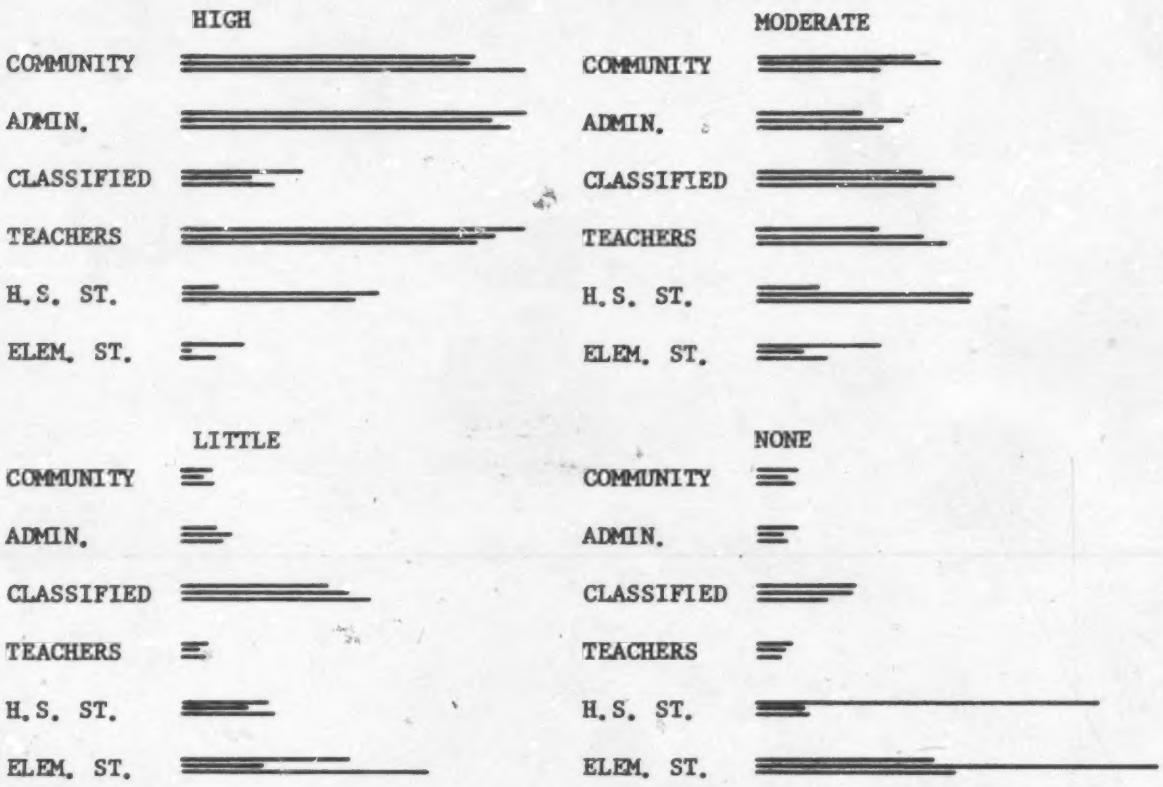
GOAL SETTING PARTICIPATION
ALL ELEM, SEC & UNIFIED SCHOOL DISTRICTS
NUMBER OF DISTRICTS



Since the above illustrations combine data for all school districts, they do not tell the whole story of student participation. The illustration below presents elementary, secondary and unified school-community group participation by percentage (to allow the various districts types to be compared). From the illustration it can be seen that for elementary school districts alone, elementary student participation was higher. About one third of the elementary districts reported moderate to high participation, about one-third reported little participation and about one-third no participation. In secondary and unified school districts, less than one-tenth reported no participation by high school students.

GOAL SETTING PARTICIPATION
BY PERCENTAGE
TOP LINE = ELEMENTARY DISTRICTS
MIDDLE LINE = SECONDARY DISTRICTS
BOTTOM LINE = UNIFIED DISTRICTS



Most school districts reported a high degree of community participation by ethnic and economic groups and by persons from all parts of the district. Over four-fifths of the districts reported that all three groups participated in the goal setting process.

Almost nine-tenths of the school districts reported that the goal setting processes were conducted at each school site with district level goals derived from combined school goals or regionally with participation from each school site. The majority of processes were conducted at each school site rather than regionally.

In response to the question concerning the percentage of adult participation, over half of the districts reported that less than ten percent of the district adults participated in the goal setting process. Less than one-fifth of the districts reported an adult population participation of 25 percent or more. No attempt was made to correlate adult population participation percentages to community member low-middle-high degrees of participation since a common criterion was not provided with the questionnaires. However, since over half of the districts reported a high degree of participation by community members and an adult participation of less than ten percent, it appears that degrees of participation, which were subjectively perceived, bear no direct relationship to adult participation percentages. It is possible that the opportunity to respond to questionnaires or to direct appeals was considered to constitute a high level of participation while it would not necessarily be considered to increase the adult participation percentage.

In a memorandum dated July 5, 1973 by the Joint Committee on Educational Goals and Evaluation, data collection criteria were specified to determine which data set the goals, subgoals and priorities of a school district would be entered into. Each criterion and the number of school districts (out of 831 districts reporting goals data) that met each criterion is summarized in the following table. In addition to the criteria listed in the table, which relate directly to school district data, several other criteria which relate to the format for reporting, the data collection agency, procedures for collection, etc. were included. Those other criteria were met through the design and execution of the goals collection project.

Of the 831 participating school districts, only 217 school districts met all criteria. The most limiting criterion, as seen in the table, was the level of involvement of classified district personnel, with only 53% meeting that criterion. The second most limiting criterion was elementary student participation, with 79% overall. The degree to which each criterion was met was generally similar for elementary, secondary and unified districts. However, the required level of participation by high school students in high school and unified districts was met by 75% of the districts, and the required level of participation by elementary students in elementary districts was met by 67% of those districts.

Since over 700 of the 831 participating school districts met most of the criteria, a change in the definition of what constituted compliance with the criteria would have resulted in a higher number of school districts falling into the conforming data set.

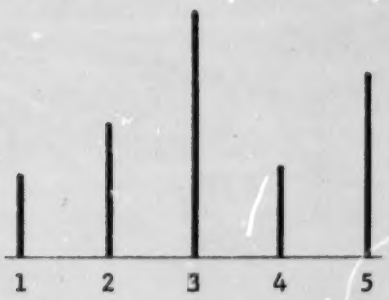
GOALS COLLECTION CRITERIA
NUMBER AND PERCENTAGE OF DISTRICTS MEETING

	Elementary (533 Dists.)	Secondary (92 Dists.)	Unified (206 Dists.)	Total (831 Dists.)
1. Verification by a five-member district reporting committee (three signatures required).	492 (92%)	81 (88%)	193 (94%)	766 (92%)
2. Goals, subgoals and priorities adopted or re-adopted after July 1, 1970.	433 (81%)	77 (84%)	176 (85%)	686 (83%)
3. Community members involved at least moderately.	465 (87%)	83 (90%)	182 (88%)	730 (88%)
4. District administrators involved at least moderately.	460 (86%)	80 (87%)	179 (87%)	719 (87%)
5. Classified district personnel involved at least moderately.	287 (54%)	47 (51%)	105 (51%)	439 (53%)
6. Classroom teachers involved at least moderately.	476 (89%)	85 (92%)	188 (91%)	749 (90%)
7. High school students involved at least moderately.	(N/A)	73 (79%)	151 (73%)	757 (91%)
8. Elementary students involved at least a little.	355 (67%)	(N/A)	(N/A)	653 (79%)
9. All ethnic groups involved.	454 (85%)	73 (79%)	179 (87%)	706 (85%)
10. All economic groups involved.	465 (87%)	78 (85%)	180 (87%)	723 (87%)
11. Persons from all geographic areas involved.	482 (90%)	82 (89%)	189 (92%)	753 (91%)
12. Goal setting operated at each school site or regionally.	479 (90%)	87 (95%)	179 (87%)	745 (90%)

2.4 Reaction to Goal Setting Process (Questionnaire Question 9)

About nine-tenths of the school districts submitting goal setting process data responded that they believed that the goal setting process was worthwhile in meeting school-community needs. They also reported that they planned to recycle the goal setting process in the future. The most frequently mentioned recycle period, as shown in the graph below, was three years. A large number of districts also reported that they planned to recycle their goal setting process every five years or more.

RECYCLE FREQUENCY



Many districts submitted evidence which suggested that a large number of follow-up activities were necessary before a recycling effort could occur (see Sections 2.2 and 2.6). After the adoption of goals and priorities, goal indicators and program objectives have to be completed, an evaluation system has to be designed, and programs have to initiated, completed, evaluated and reviewed before subsequent revisions to the entire process could effectively occur. Apparently, most districts felt that this process required at least three years to complete.

2.5 Goal Setting Process Assistance (Questionnaire Questions 10,11)

Presented in the illustration below are data reported by school districts regarding the degree and source of assistance which they actually received as they conducted their goal setting processes.

INSERVICE TRAINING ASSISTANCE RECEIVED

DEGREE		SOURCE	
1	LOW	FEDERAL	
2		STATE	
3	MOD	COUNTY	
4		DISTRICT	
5	HIGH	PRIVATE	

OUTSIDE CONSULTANTS ASSISTANCE RECEIVED

DEGREE		SOURCE	
1	LOW	FEDERAL	
2		STATE	
3	MOD	COUNTY	
4		DISTRICT	
5	HIGH	PRIVATE	

FINANCIAL ASSISTANCE RECEIVED

DEGREE		SOURCE	
1	LOW	FEDERAL	
2		STATE	
3	MOD	COUNTY	
4		DISTRICT	
5	HIGH	PRIVATE	

The greatest assistance to school districts was provided in the form of inservice training by county schools offices. The school districts themselves in turn provided a high degree of inservice training to the participants in the goal setting process. To a somewhat lesser degree than inservice training, school districts received assistance from county schools offices in the form of direct consulting. Such consulting may have taken the form of assisting in the community based goal setting process as well as holding training seminars for district personnel. Financial assistance was generally reported to be low and, where provided, was mainly provided by each school district for its own goal setting process. Federal, state and private resources provided to local school districts in the form of personnel or money were generally minimal.

In addition to the above three categories of assistance, many school districts reported receiving additional assistance. Additional assistance received, and the frequency with which each category was mentioned, include:

Resource materials and publications (14)

ACSA Project Leadership (5)

CSBA (5)

Other school districts (5)

Community support (9)

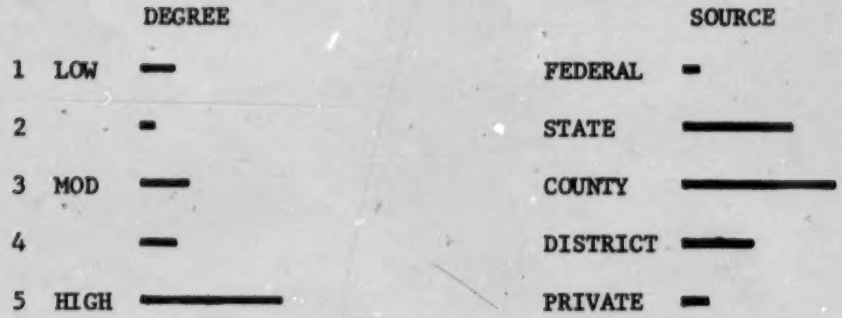
Computer time (3)

Other district support (6)

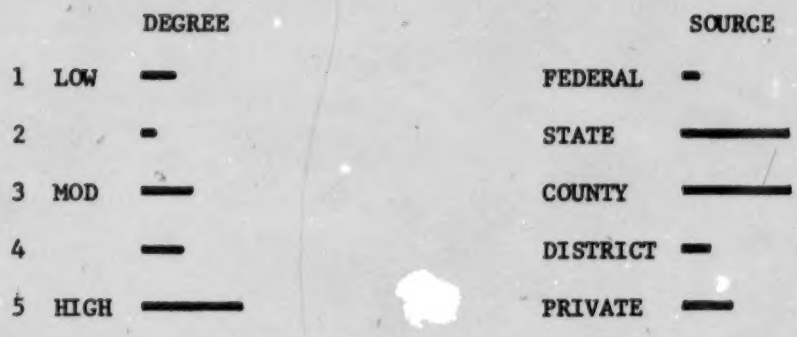
The most commonly mentioned sources of publications were the state and county, although reference was made to goals and publications obtained from other districts, ACSA, CSBA, universities and the work of previous committees. Resource materials were mostly provided by the district or the county. Community support was provided in numerous forms, including community donations (cash and services), PTA, service club involvement, newspaper articles and advertisements, etc. Other district support provided included such miscellaneous items as release time for teachers, administrators' time, staff awareness seminars and school visitations.

Presented in the illustration below are data regarding the degree and source of assistance which school districts felt would have provided additional help as they developed their goals, subgoals and priorities.

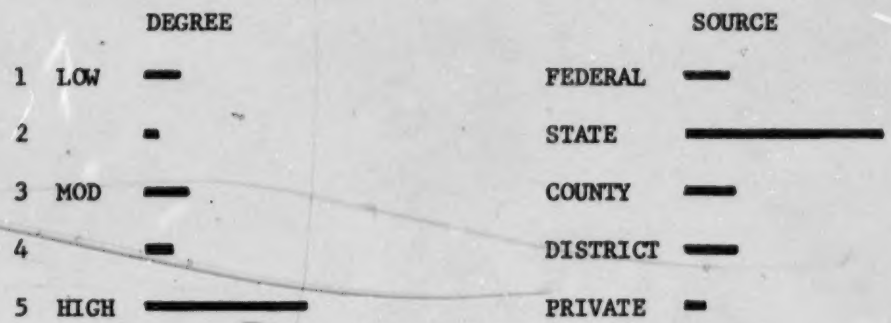
ADDITIONAL INSERVICE TRAINING ASSISTANCE DESIRED



ADDITIONAL OUTSIDE CONSULTANTS ASSISTANCE DESIRED



ADDITIONAL FINANCIAL ASSISTANCE DESIRED



While the assistance that was actually received revealed a definite emphasis on assistance at the county and district levels, additional assistance that was desired has the emphasis placed upon state and county levels. The desire for additional training and consultants was somewhat

less than that which was generally received, indicating that for the most part districts were satisfied with the level of involvement of outside personnel. Additional inservice training and outside consultants that were desired were mostly desired from the county level, although a distinct request for higher levels of participation from the state can be detected from the illustration.

The illustration clearly shows a desire for additional financial support. Since more districts reported a desire for a higher degree of financing than they actually received, it may be inferred that districts generally felt that the actual level of financing was too low. Further, while the school districts themselves were the primary sources of the actual funding, there was a general concensus that additional funding should come from the state. It is surmised that this desire is the result of a state directed goal setting effort.

Other types of desired assistance were reported by various school districts. Such additional assistance, and the frequency with which they were mentioned can basically be classified as follows:

Resource materials and samples (5)

Other district support (16)

Other district support desired included such activities as systematic follow-up and providing for the development and implementation of programs to meet goals, reviewing budget procedures for funding programs, providing bilingual/intercultural moderators, providing personnel to assist in logistics, contacting participants, obtaining former student input, conducting out-of-district workshops, providing more time from the teaching day and obtaining more community involvement.

2.6 Follow-Up Projects or Activities (Questionnaire Question 12)

Six types of follow-up projects or activities that are generally carried our in school districts were included in the questionnaire. The numbers of school districts who reported that they initiated or completed those projects or activities were as follows:

	Initiated	Completed	Total
District and Schools Philosophy	134	494	628
Program Objectives	348	331	679
Goal Indicators	225	259	484
Revised School Programs	413	212	625
School or District Advisory Council	214	248	462
Decentralized Budgeting	170	99	269

From this table, it can be seen that the type of activity most likely to have been completed as a result of the goal setting process was the development of statements of philosophy. There has also been considerable progress made in the development of program objectives and goal indicators. While a large number of districts have initiated projects which are directed toward revising school programs, only about a third of such projects have been completed. It is assumed that the size of any effort to revise educational programs and to redirect resources is primarily responsible for delays in the completion of such an effort.

In addition to the above six types of activities, school districts reported many other activities of a related nature that were either initiated or completed since the goals of the district were adopted. These additional activities are presented below under the categories of goals and objectives, educational programs and teaching practices, and testing and evaluation. Districts frequently mentioned that the follow-on activities were on-going processes which were therefore being continuously revised.

Goals and Objectives (20)

- Goal interpretation (5)
- Program/performance objectives related to goals (3)
- Decentralized/classroom objectives (2)
- Needs assessment (7)
- Prioritizing (3)

Educational Programs and Teaching Practices (35)

- Educational Master Plan (2)
- Curriculum review (2)
- Graduation studies/requirements (4)
- Curriculum council/congress (3)
- PPBS Level V/VI (1)
- Teacher advisor groups (2)

Educational Programs and Teaching Practices (continued)

- New school programs (7)
- Special State and Federal projects (8)
- Expanded vocational education (2)
- Individualizing instruction (7)
- Instructional aides (1)
- Redirection of funds and services (2)

Testing and Evaluation (7)

- Locally developed criterion referenced testing (1)
- Program evaluation and revision (2)
- Objectives of school personnel in the evaluation process (1)
- Certificated evaluation system (2)
- Evaluation of goal fulfillment (1)

Several new educational programs that were reported as being implemented as a result of the adoption of goals include early childhood education, bilingual education, Title I programs, and EDY.

Section 3
Results

3 Results

3.1 Summary and Conclusions

From all evidence available, it is concluded that goals, subgoals and priorities and subsequent programs for action were developed in the overwhelming majority of California school districts and were further considered by those districts to be positive steps in improving school-community communication and relationships and in being responsive to local needs and desires. It is also concluded that Education for the People documents, as well as other serious efforts by educational leaders and organizations, were responsible for providing the type of leadership and guidance that enabled the successful completion of the goal setting process.

Much of the credit for the successful accomplishment of the goal setting effort should be shared by the California Legislature and its committees who formulated plans and developed resource materials for the California school districts; the State Department of Education who worked cooperatively with legislative committees, county schools offices and school districts; the County Superintendents of Schools and their staffs who provided much of the front-line duty in bringing the process to fruitation; and the school districts themselves who committed time, personnel and other resources to accomplish the task. But most importantly, the real credit should go to the efforts of the "People" from whom emanated the kind of clear thinking that enabled much of the theoretical debate to be set aside while the future of their children was being discussed.

Presented below are summary responses to the five questions which were raised in Section 1.1.

Question 1: What goal setting models were used by local school districts in the development of their goals, subgoals and priorities?

Locally developed models were used in over half (51%) of the school districts. Nor Cal (22%) and Fresno (16%) models accounted for the bulk of the remaining districts. The Education for the People model was directly used by only five percent of the districts; however, over three-fourths of the districts that developed their own models reported using Education for the People as resource documents.

There are two primary reasons why many school districts did not directly adopt Education for the People as their goal setting model: 1) the documents were received too late (summer of 1972) in many districts to serve as the model as goal setting processes were already complete or underway; and 2) many school districts did not perceive the documents to be a model at all, but rather viewed them only as resources for developing their own model. Part of the reason for not viewing Education for the People as a model was the flexible nature of the goal setting steps outlined and the lack of specific directions for carrying out each step. When districts augmented their model with their own time frame for execution, personnel to be involved, materials to be used, techniques to be implemented, etc., they felt their model to be more properly designated as "locally developed".

Question 2: What was the usage and value of the goal setting steps recommended in Education for the People, Volume I? What alternative goal setting steps were used?

All goal setting steps recommended in Education for the People were used to a high degree and were reported to have high value by those districts using them. Those steps therefore satisfactorily described the actual goal setting processes of most districts. Steps which referenced direct board and superintendent actions, conducting workshops and actually carrying out the goal setting process, which tended to be used regardless of the model, were used to the highest degree. Those steps which referenced districtwide and school steering committees and school-community goal setting activities were used to the lowest degree. The primary reasons for the low usage of these steps was the high usage of the Nor Cal Model and the large number of small school districts. The Nor Cal Model did not require the formation of steering committees. In small school districts, districtwide and school level activities were one and the same.

A number of alternative goal setting steps were used, most of which were minor variations of the Education for the People steps. The most major variations concerned the creation of committees (size, composition and selection methods), the methods for contacting and involving community members, and the approaches to developing goals. Five major goal development approaches were followed: 1) school or regional goals were developed by a mixture of representatives of all groups and then synthesized into district goals; 2) district goals were directly developed by a mixture of representatives of all groups; 3) district goals were developed by each group and then synthesized into common district goals; 4) district goals in topical areas were developed by a mixture of representatives of all groups and then combined to form a complete goal set; 5) district goals were developed by district teachers/administrators and then sent to school-communities for review and revision.

Question 3: What were the strengths and weaknesses of the goal setting steps and other parts of the processes? What can be done to overcome the weaknesses? Where should more or less emphasis be given?

A principal strength of the Education for the People goal setting steps was the flexibility in enabling local school districts to systematically develop processes to meet the unique needs of their communities. Another strength was the evident concern shown for the need for a high degree of participation from everyone to provide direction for major educational decision making. (A moderate to high degree of participation by community members, teachers, administrators and high school students was reported. Classified personnel participated from little to moderate. About two-thirds of elementary students participated at least a little.)

From the high usage of the steps and the high value placed upon the steps that were used, it is concluded that the goal setting process was considered to be a significant project by California school districts. From the stated beliefs of the majority of school districts that the goal setting process was worthwhile in meeting local needs and that they plan to recycle the process in the future, it is concluded that the process as well as the outcome was useful to local school districts for educational decision making.

One of the weaknesses of the goal setting steps and process was that it was not directly applicable to small school districts. Since over half of the state's school districts have under 1,000 A.D.A., it would be beneficial if special publications and guidelines would be developed to help them meet their special needs. If single statewide publications are developed for all districts, then sections that are sensitive to the needs of different sizes and types of communities would be desirable. This could be accomplished by defining a minimum process or minimum requirements and then expanding upon them to allow for special situations or needs.

The need to form an initial districtwide steering committee and then later replace it with a new committee was considered by many districts to be unnecessary. It would perhaps have been logistically and politically better to form school-community committees first and then have the districtwide committee formed from their representatives.

Another weakness of the processes concerned the lack of available financing, resource materials and personnel. Greater community participation can come about through increased distribution of materials and more personal contacts being made. Distributed materials could also help the public to better understand their schools, regardless of whether or not they become directly involved in a goal setting process.

If broad representation is desired of all community groups identified by various socio-economic and demographic characteristics, all school district personnel groups, and students from all grade groups, then additional procedures to direct districts in determing those characteristics, identifying the groups and making the selections would be useful. Definitions of degrees of participation should also be made. Since in many cases an individual may belong to more than one group, procedures should also be developed to resolve this classification problem. For example, while district classified personnel involvement was reportedly low, many of the classified personnel may have participated in the process as community members.

Question 4: What assistance was given to school communities during the development of goals? What additional assistance would have been useful?

Most outside assistance to school communities during the development of goals came from county schools offices. This assistance was reportedly high. For this reason, much of the credit for the successful completion of the goal setting processes statewide should be shared by the county school superintendents and their staffs.

Almost all financing committed to conduct the goal setting process was the responsibility of each local school district, and was generally reported as being low to moderate. A request was therefore made for additional financial assistance from the state. Districts also requested moderate additional personnel assistance from both the county and state levels.

Question 5: What follow-up projects or activities were initiated or completed as a result of the adoption of goals?

The most commonly completed related activity as a result of the goal setting process was the development of statements of philosophy--over three-fourths of all districts initiating such an activity have completed it. Most districts have also made considerable headway in the development of program objectives and goal indicators--about half of such projects have been completed. A large effort has also been reported in revising school programs; however, only about a third of such projects have been carried to completion. Numerous other innovative activities were also reported to be underway in various districts as an extension of the goal setting process. Those activities are classified under the general headings of goals and objectives, educational programs and teaching practices, and testing and evaluation. Upon completion of the evaluation, one full cycle of the entire process can be considered to be completed. Most districts reported that this full cycle requires about three years to complete.

As of the fall of 1974, decentralized budgets have been developed in about ten percent of the state's school districts and initiated in about twenty percent more. Time delays in completing budget construction changes, even when planned, can be due to other personnel commitments (such as revising programs which districts may wish to complete first), the opportunity to conveniently decentralize once a year at budget time, and the need to plan for major accounting changes.

From the evidence gathered, it appears that the actual effort to revise goals, subgoals and priorities requires only minimal effort on the part of community committees, teacher groups and administrators once evaluation and effectiveness studies have been completed. It is suggested, however, that major review of the goals by the entire community be made periodically to ensure continued responsiveness to community needs. Such a review could be done in conjunction with the development or redevelopment of an educational master plan.

3.2 Recommendations

The following general recommendations for improving future goal setting processes or for recycling of the processes were based upon evidence presented in this report, inferences drawn from that evidence, and professional insight gained throughout the goals collection project. More specific suggestions for improvement were made throughout the report.

As further knowledge about the theories underlying various goal setting models and methods becomes available, and evidence can be obtained to test those theories and their underlying assumptions, new recommendations should be formulated accordingly.

Recommendation 1: Guidelines to assist school districts in completing one complete cycle of the goal setting process--from the initial setting of goals, subgoals and priorities to the determination of the extent to which those goals are being met--should be prepared and disseminated. Such guidelines should place emphasis upon describing the kind of follow-up projects and activities that could be of benefit in implementing adopted goals, determining if goals are achievable and, if so, what resources are necessary to achieve them. Also to be included should be procedures for recycling the goal setting process, reviewing and revising goals, and re-adopting updated goals, subgoals and priorities. (Note: The preparation of Education for the People, Volume III may respond to part of this need for additional guidelines.)

Recommendation 2: Provide state level leadership to local school districts on a district request basis in the form of inservice training and resource materials to assist districts in carrying out activities initiated as a result of or subsequent to the development of goals and in recycling goal setting efforts as desired.

Recommendation 3: Conduct further research projects into each major goal setting model to determine model characteristics which led to the development of goals that were most useful for educational planning and effectively meeting community and student needs. Such a research project should address presently unanswered questions such as the following: 1) To what degree does each model use an inductive and/or deductive approach?; 2) What model approaches were best suited to obtaining real and perceived student and community needs?; 3) Do different models produce goals, subgoals and priorities that are significantly different from each other?; 4) What model approaches produced results that could be readily interpreted into programs for action?; 5) What model approaches resulted in increased educational effectiveness?; etc.

Recommendation 4: Conduct further research projects into the goal setting processes of school districts to determine those processes which were most effective in meeting the stated goals and objectives of the process. Such a research project should address presently unanswered

questions such as the following: 1) Do different levels of participation of various community and school groups result in significantly different levels of effectiveness in meeting community needs?; 2) What is the degree of validity of assumptions which were made preceding any goal setting effort?; 3) What are the strengths and weaknesses of the five major goal development approaches which were described in Section 3.1, Question 2?; 4) How do various social, economic, demographic and philosophical characteristics of school districts relate to the types of goal setting processes used or to similarities and differences in the outcome?; etc. (Note: The in-depth goal setting process evaluation study which was underway at the time this report was written may respond to some of the above questions.)

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Appendix

GOAL SETTING PROCESS INFORMATION REPORT -- STATE OF CALIFORNIA
831 SCHOOL DISTRICTS REPORTED
FALL 1974

	533 ELEMENTARY	92 SECONDARY	206 UNIFIED	831 TOTAL
GOAL SETTING MODEL USED	NO.	NO.	NO.	NO.
ED FOR THE PEOPLE	35	3	6	44
NOR CAL	124	12	32	168
FRESNO	82	18	31	131
LOCALLY DEVELOPED	252	53	119	424
ACSA	1	0	0	1
CESA	1	0	0	1
ALAMEDA	1	0	0	1
DELPHI	8	1	2	11
TEXAS	1	0	1	2
BONNANZA GOALS GAME	1	0	0	1
CHICO STATE	7	1	2	10
CSBA	3	0	1	4
UCLA	2	0	1	3
PENNSYLVANIA	1	0	1	2
KERN	0	0	1	1
REASONER	1	0	2	3
PPBS	3	1	4	8
HUMBOLDT	1	0	0	1
IOX	0	1	0	1
ATTITUDES POLL-PDK	0	0	1	1
PLACER SYSTEM	8	0	2	10
NEA	1	0	0	1
CHARRETTE	0	1	0	1
PACE CENTER	0	1	0	1

	YES	NO	YES	NO	YES	NO	YES	NO
ED FOR THE PEOPLE DOCUMENTS USED	228	305	41	51	92	114	361	470
GOALS ADOPTED AFTER JULY 1, 1970	433	100	77	15	176	30	686	145

GOAL SETTING PARTICIPATION	NONE	LIT	MOD	HIGH	NONE	LIT	MOD	HIGH	NONE	LIT	MOD	HIGH	NONE	LIT	MOD	HIGH
COMMUNITY MEMBERS	37	31	159	306	5	4	32	51	12	12	47	135	54	47	238	492
ADMINISTRATORS	39	34	105	355	4	8	25	55	11	16	49	130	54	58	179	540
CLASSIFIED PERSONNEL	95	151	167	120	16	29	35	12	26	75	70	35	137	255	272	167
CLASSROOM TEACHERS	32	25	122	354	4	3	29	56	9	9	73	115	45	37	224	525
HIGH SCHOOL STUDENTS	354	85	57	37	7	12	38	35	19	36	82	69	380	133	177	141
ELEMENTARY STUDENTS	178	166	124	65	70	15	6	1	77	96	22	11	325	277	152	77

GOAL SETTING PROCESS INFORMATION REPORT -- STATE OF CALIFORNIA
831 SCHOOL DISTRICTS REPORTED
FALL 1974

	533 ELEMENTARY		92 SECONDARY		206 UNIFIED		831 TOTAL	
COMMUNITY PARTICIPATION	YES	NO	YES	NO	YES	NO	YES	NO
ALL ETHNIC GROUPS	454	79	73	19	179	27	706	125
ALL ECONOMIC GROUPS	465	68	76	14	180	26	723	108
ALL GEOGRAPHICAL AREAS	482	51	82	10	189	17	753	78
GOAL SETTING OPERATION	YES	NO	YES	NO	YES	NO	YES	NO
AT EACH SCHOOL SITE	299	234	55	37	80	126	434	397
REGIONAL WITH SCHOOL INP	180	353	32	60	99	107	311	520
PERCENTAGE ADULT PARTIC	NO.		NO.		NO.		NO.	
0 - 1	126		48		79		253	
2 - 4	63		20		35		118	
5 - 9	81		7		31		119	
10 - 14	74		7		20		101	
15 - 19	36		2		5		43	
20 - 24	22		5		8		35	
25 - 49	67		2		13		82	
50 - UP	64		1		15		80	
WORTHWHILE GOAL SETTING PROCESS	YES	NO	YES	NO	YES	NO	YES	NO
	450	83	83	9	185	21	718	113
PLAN TO RECYCLE GOAL SETTING PROCESS	YES	NO	YES	NO	YES	NO	YES	NO
	422	111	77	15	182	24	681	150
RECYCLE FREQUENCY	NO.		NO.		NO.		NO.	
1 YEAR	52		4		20		76	
2 YEARS	77		12		30		119	
3 YEARS	138		26		47		211	
4 YEARS	46		10		22		78	
5 OR MORE YEARS	86		20		47		153	
FOLLOW-UP PROJECTS	INIT	COMPL	INIT	COMPL	INIT	COMPL	INIT	COMPL
DIST/SCHOOL PHILOSOPHY	85	315	14	50	35	129	134	494
PROGRAM OBJECTIVES	214	209	39	42	95	80	348	331
GOAL INDICATORS	139	175	23	30	63	54	225	259
REVISED SCHOOL PROGS	249	131	51	26	113	55	413	212
DIST/SCHOOL ADVIS COUN	130	165	21	20	63	63	214	248
DECENTRALIZED BUDGET	89	49	14	13	67	37	170	99

GOAL SETTING PROCESS INFORMATION REPORT -- STATE OF CALIFORNIA
831 SCHOOL DISTRICTS REPORTED
FALL 1974

	533 ELEMENTARY		92 SECONDARY		206 UNIFIED		831 TOTAL	
INSERVICE TRAINING	REC	DES	REC	DES	REC	DES	REC	DES
1 LOW	38	26	10	5	20	18	68	49
2	25	6	6	4	16	1	47	11
3 MOD	98	52	22	7	39	24	159	83
4	79	45	9	6	22	18	110	69
5 HIGH	217	133	33	24	75	51	325	208
SOURCE								
FEDERAL	15	13	0	1	7	5	22	19
STATE	37	101	6	23	23	50	66	174
COUNTY	319	160	47	23	96	56	462	239
DISTRICT	217	52	45	9	121	41	383	102
PRIVATE	40	17	7	5	23	13	70	35
OUTSIDE CONSULTANTS	REC	DES	REC	DES	REC	DES	REC	DES
1 LOW	52	31	13	4	32	20	97	55
2	23	7	2	3	11	5	36	15
3 MOD	60	54	11	8	19	21	90	83
4	57	40	11	3	19	18	87	61
5 HIGH	162	97	23	18	52	42	237	157
SOURCE								
FEDERAL	13	11	4	0	6	4	23	15
STATE	31	98	7	20	19	45	57	163
COUNTY	251	108	32	14	64	48	347	170
DISTRICT	32	23	9	5	23	9	64	37
PRIVATE	53	33	17	6	40	33	110	72
FINANCIAL ASSISTANCE	REC	DES	REC	DES	REC	DES	REC	DES
1 LOW	113	33	18	4	42	16	173	53
2	17	9	3	2	15	1	35	12
3 MOD	46	40	17	8	20	17	83	65
4	21	23	3	5	7	10	31	38
5 HIGH	80	151	12	27	51	75	143	253
SOURCE								
FEDERAL	10	34	1	6	4	12	15	52
STATE	7	178	0	34	3	95	10	307
COUNTY	48	46	4	9	8	20	60	75
DISTRICT	178	51	44	7	116	19	338	77
PRIVATE	3	7	1	1	4	5	8	13

GOAL SETTING PROCESS INFORMATION REPORT -- STATE OF CALIFORNIA
831 SCHOOL DISTRICTS REPORTED
FALL 1974

EDUCATION FOR THE PEOPLE GOAL SETTING STEPS

		533 ELEMENTARY		92 SECONDARY		206 UNIFIED		831 TOTAL	
STEP 1		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		29	25	5	5	16	13	50	43
2	The governing board and superintendent jointly proposed the goal and priority setting process.	13	11	2	1	3	2	18	14
3 MOD		81	78	9	7	15	17	105	102
4		45	49	7	7	21	19	73	75
5 HIGH		246	230	51	54	120	122	417	406
STEP 2		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		20	18	0	0	6	5	26	23
2	The governing board authorized the goal and priority setting process and committed resources to initiate the planning phase.	12	12	1	1	7	8	20	21
3 MOD		53	74	7	7	21	20	81	101
4		57	57	9	10	20	28	86	95
5 HIGH		322	287	66	64	137	129	525	480
STEP 3		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		29	33	4	4	10	14	43	51
2	The governing board and superintendent broadly publicized the scope of the process.	28	33	6	6	13	13	47	52
3 MOD		96	110	21	18	31	33	148	161
4		64	49	10	10	32	31	106	90
5 HIGH		246	223	43	43	101	90	390	356
STEP 4		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		50	47	7	5	17	18	74	70
2	The governing board requested open nominations of persons to serve on a district-wide steering committee.	20	28	1	4	5	6	26	38
3 MOD		56	56	10	15	15	15	81	86
4		30	29	9	6	17	17	56	52
5 HIGH		172	155	33	30	78	69	283	254
STEP 5		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		47	44	4	4	17	12	68	60
2	The governing board appointed a representative district steering committee from the list of nominees.	10	16	1	0	2	5	13	21
3 MOD		51	61	4	12	22	20	77	93
4		34	36	10	8	7	14	51	58
5 HIGH		173	145	39	33	80	73	292	251

831 SCHOOL DISTRICTS REPORTED
FALL 1974

		533 ELEMENTARY		92 SECONDARY		206 UNIFIED		831 TOTAL	
STEP 6		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		29	26	4	3	16	10	49	39
2	Workshops were held for district steering committee members to explain the task and familiarize them with resources available to them.	15	13	2	2	3	3	20	18
3 MOD		67	71	15	12	28	34	110	117
4		67	56	10	9	19	20	96	85
5 HIGH		221	220	38	41	94	90	353	351
STEP 7		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		37	37	3	3	12	11	52	51
2	The district steering committee designed a goal setting process for the district.	22	21	4	0	3	1	29	22
3 MOD		53	51	6	6	18	26	77	83
4		33	35	7	5	17	21	62	61
5 HIGH		183	175	40	44	98	88	321	307
STEP 8		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		22	18	1	0	9	8	32	26
2	The governing board adopted a goal setting process plan and committed the necessary resources.	16	19	2	2	2	5	20	26
3 MOD		53	58	10	10	14	16	77	84
4		44	41	7	10	20	23	71	74
5 HIGH		276	261	51	49	118	110	445	420
STEP 9		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		20	19	4	5	10	10	34	34
2	School steering committees were selected for each school=community, including the school principal.	10	8	0	0	6	6	16	14
3 MOD		46	47	5	5	15	21	66	73
4		41	39	6	9	8	15	55	63
5 HIGH		208	198	40	36	85	71	333	305
STEP 10		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		29	27	3	2	10	10	42	39
2	Workshops were held for school steering committee members to explain the task and familiarize them with resources available to them.	19	16	1	1	4	5	24	22
3 MOD		60	58	14	9	17	22	91	89
4		46	42	6	11	12	13	64	66
5 HIGH		173	173	31	31	72	64	276	268

GOAL SETTING PROCESS INFORMATION REPORT -- STATE OF CALIFORNIA
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		533 ELEMENTARY		92 SECONDARY		206 UNIFIED		831 TOTAL	
STEP 11		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		29	26	4	2	14	12	47	40
2	Each school steering committee selected resource materials and persons to assist during the goal setting process.	24	26	4	2	9	11	37	39
3 MOD		64	61	14	13	19	24	97	98
4		41	37	7	9	11	8	59	54
5 HIGH		134	132	20	21	47	46	201	199
STEP 12		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		22	37	7	9	11	13	40	59
2	Invitations and appeals went out to all members of the school-community to participate in the goal setting process.	17	29	2	4	7	8	26	41
3 MOD		45	60	12	10	17	27	74	97
4		43	45	8	6	19	17	70	68
5 HIGH		292	234	42	41	116	102	450	377
STEP 13		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		16	16	4	3	12	10	32	29
2	Students, teachers, parents, administrators, other school employees, and all other interested persons met to initiate the goal setting process.	29	26	1	2	5	8	35	36
3 MOD		60	68	7	9	19	27	86	104
4		63	54	10	7	28	22	101	83
5 HIGH		254	242	48	47	105	99	407	388
STEP 14		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		48	43	5	5	18	13	71	61
2	Participants selected representatives to serve on a new districtwide goals committee.	15	13	2	2	7	5	24	20
3 MOD		42	49	7	6	7	12	56	67
4		24	22	3	3	8	7	35	32
5 HIGH		113	103	27	27	55	54	195	184
STEP 15		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW	Statements from each school-community were forwarded to the district goals committee for inclusion in drafts of district philosophy, goals, goal indicators, program objectives, and priorities.	31	28	4	3	7	7	42	38
2		15	12	0	1	5	5	20	18
3 MOD		47	54	7	6	14	17	68	77
4		35	29	6	5	12	13	53	47
5 HIGH		164	158	33	33	83	80	280	271

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STEP 16		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		34	33	4	4	8	6	46	43
2	The goal setting process continued with reviews and revisions and more refined drafts.	17	22	2	1	4	6	23	29
3 MOD		52	52	9	10	19	22	80	84
4		51	43	7	8	17	14	75	65
5 HIGH		249	238	52	48	122	120	423	406
STEP 17		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		26	26	4	2	14	11	44	39
2	Each school-community submitted its final draft to the district goals committee.	12	11	0	1	4	5	16	17
3 MOD		40	43	7	6	13	16	60	65
4		30	25	1	2	7	6	38	33
5 HIGH		154	145	34	33	69	68	257	246
STEP 18		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		14	10	1	1	6	7	21	18
2	The district goals committee submitted its final draft to the governing board for review and adoption.	10	16	0	1	0	1	10	18
3 MOD		29	43	3	3	10	17	42	63
4		31	34	5	9	8	11	44	54
5 HIGH		368	332	72	65	161	147	601	544
STEP 19		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		42	36	9	7	8	10	59	53
2	The governing board held public hearings on the proposed draft and developed an official draft.	14	20	1	2	8	9	23	31
3 MOD		50	54	10	10	15	21	75	85
4		43	36	9	12	14	12	66	60
5 HIGH		201	184	37	33	100	90	338	307
STEP 20		USAGE	VALUE	USAGE	VALUE	USAGE	VALUE	USAGE	VALUE
1 LOW		11	14	2	2	4	5	17	21
2	The governing board adopted district philosophy, goals, goal indicators, program objectives, and priorities.	9	9	1	2	8	5	18	16
3 MOD		54	72	8	5	26	24	88	101
4		44	41	8	10	13	16	65	67
5 HIGH		343	307	58	56	127	124	528	487

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